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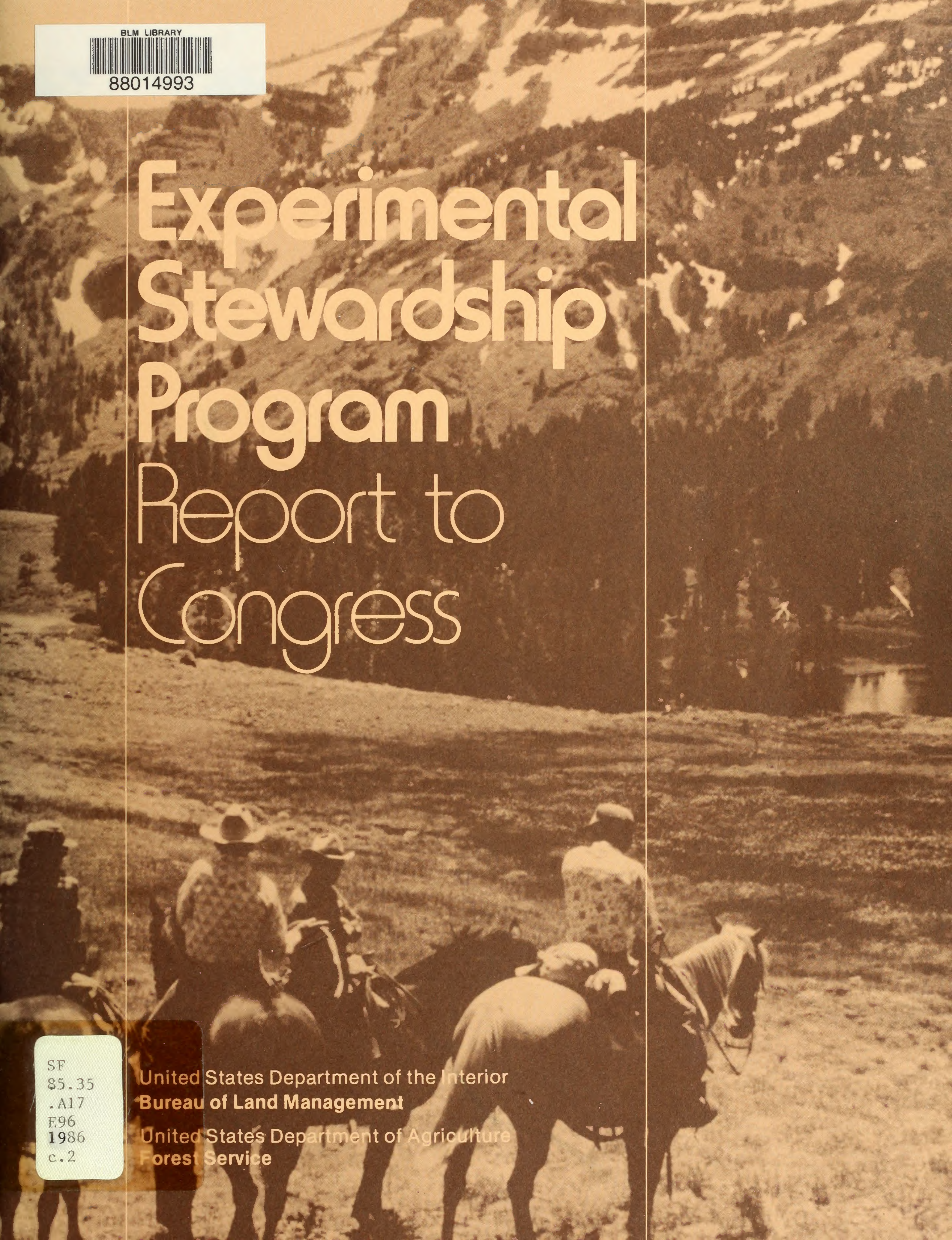
Experimental Stewardship Program

Report to Congress



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Executive Report

The Public Rangelands Improvement Act of 1978 directs the Secretary of the Interior and Secretary of Agriculture to establish the Experimental Stewardship Program (ESP) to provide incentives or rewards for livestock grazing permittees and lessees to improve the range condition of the public rangelands.

The purpose of the Experimental Stewardship Program was to foster innovation, cooperation, and better range stewardship leading to improved conditions of the public rangelands. Greater cooperation and coordination among the Federal and State rangeland managing agencies, permittees and lessees, and representatives of other interests were needed to help reduce tensions and conflicts.

The Experimental Stewardship Program (ESP) was initiated on 16 areas of public, State, and private lands in eight Western States. Three of the ESP areas were joint efforts between the Forest Service and the Bureau of Land Management (BLM). The areas had a broad spectrum of range conditions, trends, and forage values.

Monitoring studies and public comments show that, through ESP, range management programs were developed that are meeting the Agencies' multiple-use and sustained-yield objectives and leading to improved range conditions.

Innovative policies being explored under the Experimental Stewardship Program include: cooperative approaches for resource management, fee collection and distribution, cash investment, and flexibility in grazing permit operations.

Cooperative Approach

Without question, the ESP has improved communications and cooperation among the livestock grazing permittees and lessees and the Agencies' personnel. The improved communication has resulted in the livestock operators becoming aware of the Agencies' responsibilities to all resources. They have responded by providing their problem solving abilities and pool of resources for development and implementation of livestock grazing programs. The Agencies were able to implement the programs without the costly and time consuming appeals the BLM was facing in the ESP areas before ESP.

One of the major strengths of the ESP was that the processes were conceived and developed by local people at the grass roots level rather than dictated by policy from higher up. Technical teams, steering committees, and consensus groups evolved in the joint ESP areas where conflicts were high but did not evolve in the allotment level ESP areas where circumstances were different.

Other programs with similar objectives to ESP have been developed over time and have been successful. The State of Wyoming, with direction and support from the Governor, is sponsoring a number of stewardship programs throughout the State. These programs, involving private, State, and Federal lands, resolve grazing issues through consensus focusing on the individual ranch unit. The Governor and the participants are pleased with the program's progress.

The cooperative concept for public land management explored in the ESP is similar to the Coordinated Resource Management and Planning (CRMP) concept instituted through a Memorandum of Understanding among the Forest Service, Bureau of Land Management, Soil Conservation Service, and the Extension Service. This Memorandum of Understanding commits the Agencies to coordinated resource management, planning, and education with Conservation Districts, State and local agencies, private landowners, and others. Successful coordinated resource planning and management has resulted from CRMP initiatives in Nevada, California, Oregon, and other States.

The concepts and processes of consultation, cooperation, and coordination developed in ESP can be applied broadly through the existing CRMP Memorandum of Understanding. The various approaches to cooperation explored under ESP will provide local managers a variety of approaches to select from in tailoring their program to the local managerial environment.

Fee Collection and Distribution

No single fee collection and distribution system was found to be consistently superior for the management and improvement of the public rangelands.

Cash Investment

The return on cash investment policy has increased participation in the Agencies' rangeland management programs.

Flexibility in Grazing Permit Operations and Procedures

Present conclusions are that the concept of flexibility will work as long as goals and objectives are clearly defined and agreed upon by all interests.

Future Direction for the ESP

The Agencies will continue the present ESP programs until conclusions can be drawn on the programs. New ESP areas may be established where specific technical or biological experimental needs are identified.

The concepts and processes of consultation, cooperation, and coordination developed in ESP will be provided additional exposure and applied broadly through an existing Memorandum of Understanding among Agencies of the Department of Agriculture and the Department of the Interior for coordinated resource management and planning.

The Agencies will encourage broader participation in the program by all public rangeland interests.

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Introduction

Looking Back

In 1969 Congress passed the National Environmental Policy Act (NEPA), which required Federal agencies to assess the impact of their programs and actions on the human environment. In October 1973, several conservation groups filed a lawsuit in Federal District Court arguing that the Bureau of Land Management (BLM) violated NEPA by not preparing site-specific environmental impact statements (EIS) on the livestock grazing program. The litigation resulted in BLM being required to prepare 212 site-specific EISs on livestock grazing on the public lands within specific timeframes. The first EIS was to be prepared by 1976 on the Challis Planning Unit in east-central Idaho.

The BLM required that allotment management plans (AMP) be developed in the EIS preparation process. The AMPs identified conflicts among the livestock grazing program and the multiple-use, sustained-yield objectives of BLM and identified how livestock use would be managed and adjusted. The workload for preparation of the AMPs prevented close coordination among BLM and local stockmen.

Dependent on their public land grazing permit, many ranchers were facing stocking rate reductions and other adjustments that they believed threatened their survival. They were fearful and resentful of the perceived sympathy of the Federal agencies for the antilivestock industry attitudes of recreationists, environmentalists, and wild horse protection organizations. Stockmen felt betrayed and isolated. As a result, bitter hostility and intense mistrust developed between local stockmen and BLM officials. Stockmen used appeals and lawsuits to delay or stop BLM range management programs.

Legislation

The controversies resulting from the Challis and other EIS efforts prompted Congress to enact the Public Rangelands Improvement Act (PRIA) of 1978. Section 12(a) of the PRIA directs the Secretary of the Interior and the Secretary of Agriculture:

"* * * to develop and implement, on an experimental basis on selected areas of the public rangelands which are representative of the broad spectrum of range conditions, trends, and forage values, a program which provides incentives to, or rewards for, the holders of grazing permits and leases whose stewardship results in an improvement of the range condition of lands under permit or lease. Such program shall explore innovative grazing management policies and systems which might provide incentives to improve range conditions."

According to the statute, these policies and systems "* * * may include **but need not be limited to** — [emphasis added].

"(1) cooperative range management projects designed to foster a greater degree of cooperation and coordination between the Federal and State agencies charged with the management of the rangelands and with local private range users,

"(2) the payment of up to 50 per centum of the amount due the Federal Government from grazing permittees in the form of range improvement work,

"(3) such other incentives as he [the Secretary of the Interior and the Secretary of Agriculture] may deem appropriate."[1]

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[1] As used in this report, the terms "public lands" and "public rangelands" refer to both National Forest System lands and lands administered by the BLM.

The purposes of ESP as expressed by the Senate Committee on Energy and Natural Resources were to foster innovation, cooperation, and better range stewardship. The Committee went on to say:

> **"The quality and quantity of the various outputs of the public and private rangelands in the selected areas could be not only maintained, but also improved by such programs through the control and reduction of soil erosion, the protection of local watersheds and water quality, the enhancement of forage resources, the protection and enhancement of the habitat of wildlife and resident and anadromous fisheries, and intensive management of the resources so as to provide sustained yields without damaging these resources. Such programs could lead to a greater degree of cooperation and coordination between the Federal and State agencies charged with the management of the rangeland and associated resources, local range users and representatives of other interests. Such programs could help reduce tensions in areas like Challis and through effective communication lessen conflicts between range managers and range users."**

The Committee cited the Grant County, Oregon, cooperative range management program and suggested that this approach be tried on an experimental basis.

The Committee further stated:

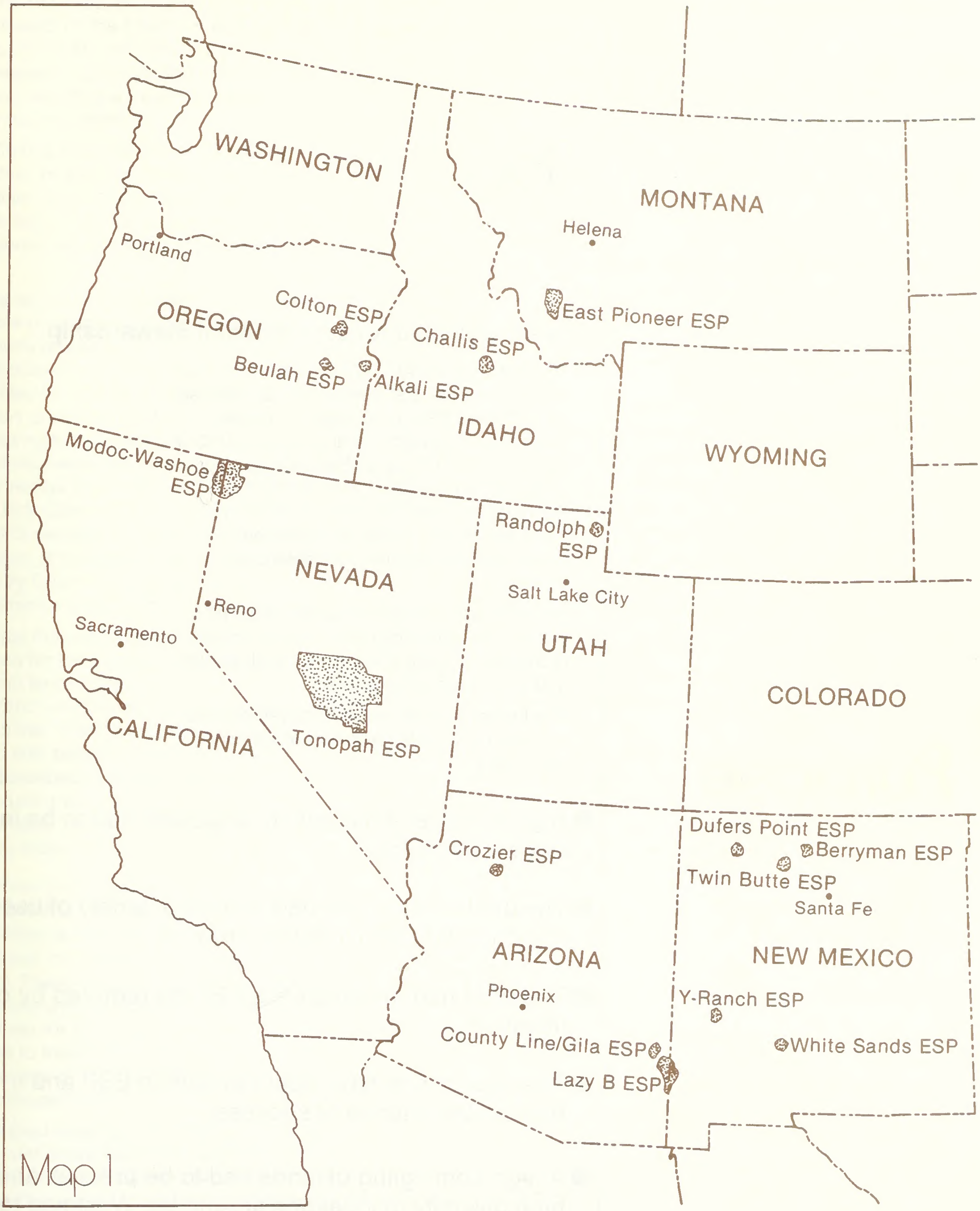
> **"[t]here may be many other incentive programs that the Secretaries may develop to improve range conditions. The committee encourages the development and implementation of such programs." (S. Rep. No. 95-1237, 95th Cong., 2d Sess. (1978), reprinted in 1978 U.S. Code Cong. & Ad. News 4069, 4077.)**

Purpose of this Report

The PRIA requires that, no later than December 31, 1985, the Secretaries of Agriculture and the Interior "shall report to the Congress the results of such experimental program ***."

This report to Congress addresses the Forest Service and BLM's implementation of the ESP by describing the ESP areas, explaining ESP's organization, and results. The report also presents tentative conclusions drawn from the results and the Agencies' reaction to the program.

The Experimental Stewardship Areas



Map 1

Program

Areas Selected for Experimental Stewardship

The BLM and Forest Service jointly authorized three ESP areas. BLM authorized 13 additional ESP areas (Map 1). These areas encompassed a total of more than nine million acres of Federal, State, and private rangelands. Consistent with the Public Rangelands Improvment Act of 1978, the areas had a wide range of vegetation conditions and physical characteristics (Table 1).

The ESP areas exhibited varied uses and users of the resource base. Table 2 shows recreation, livestock, timber, mineral, wildlife, and other uses of the areas.

The Forest Service and BLM developed the following criteria for selection of the joint ESP areas:

- A good share of the public rangeland had to be in fair to poor condition.
- The public rangeland had to have a variety of uses that could conflict with livestock grazing.
- The BLM had to complete an EIS as required by court litigation.
- The area had to have user consent to ESP and a reasonable chance of success.
- A high comingling of lands had to be present, and a high diversity of locations around the West had to be represented.
- Goals and objectives of ESP had to be obtainable within established agency budgets.

In 1979 and 1980, three joint ESP's were established: (1) the Challis in east central Idaho, (2) the Modoc-Washoe in northeastern California and northwestern Nevada, and (3) the East Pioneer in southwestern Montana.

The Challis area met the six criteria for selection. In addition, it was particularly suited for inclusion in the program because of publicized rancher concerns over decisions made in BLM's Challis Grazing EIS.

The ranchers in the Modoc-Washoe area became concerned about proposed grazing decisions issued by BLM following completion of a grazing EIS. Eight appeals were filed to stifle BLM's grazing program. In an effort to resolve conflicts, ranchers, Federal Agency personnel, and other rangeland interests formed the Surprise Valley Range Improvement Committee in 1979. In September of 1979, the Modoc Forest Supervisor and the Susanville District Manager, at the request of the BLM District Advisory Council, jointly applied for experimental stewardship designation.

The East Pioneer area in Montana was selected for the experimental stewardship program since it met the criteria. Also, the local ranchers and the Agencies' personnel agreed that existing problems could be solved with better management alternatives than described in BLM's Draft Grazing EIS. The existing enthusiasm in the area for cooperative, coordinated management was a primary factor in East Pioneer's selection.

In addition to the joint authorized areas, in April 1980 BLM directed the State Directors to establish at least two additional individual ESP areas, but placed a limit of two per BLM District. These areas were used to evaluate innovative grazing policies that provided incentives for individual permittees or lessees to make management changes or investments to improve the condition of the public rangelands.

Established steering committees, as created in the joint areas, were not necessary for the individual programs ad hoc working groups, District Grazing Advisory Boards, District Advisory Councils, or other appropriate groups would be used to assist with implementation and evaluation of the individual programs.

The following criteria were used to select the BLM-authorized areas:

- Willingness of the individual or individuals to participate.
- Demonstrated performance in practicing good range management.
- Agency ability to fund, supervise, and monitor the program.

A total of 13 ESPs of varying size and complexity were established by the BLM State Directors in Arizona, Nevada, New Mexico, Oregon, and Utah. Two were multiple-allotment programs; the other 11 involved only one or two allotments.

The multiple-allotment Randolph Program in Utah was one of the original areas nominated for joint authorization by both Agencies. Although eventually it was not one of the areas selected for joint authorization, BLM approved the program in 1980 because of the cooperative attitude among local individuals and agencies.

At the request of the Tonopah Unit of the Nevada Cattlemen's Association, the entire Tonopah Resource Area was selected as an ESP area. Although the program in measure covered a large area, the program's theme was individual participation by permittees.

Physical Characteristics Table 1

			PERCENT LAND STATUS			
	ESP AREA	ACREAGE	BLM	FS	STATE	PRIVATE
Joint						
	Challis	756,000	44	49	3	4
	East Pioneer	750,000	20	60	10	10
	Modoc-Washoe	2,300,000	62	14	1	23
Arizona						
	County Line Gila	38,336	78	--	21	1
	Cozier	114,644	71	--	21	8
	Lazy B	185,560	70	--	25	5
Nevada						
	Tonopah	4,100,000	99	--	--	1
New Mexico						
	Berryman	12,059	28	--	16	56
	Dufers Point	30,805	79	--	8	13
	Twin Butte	4,920	78	--	13	9
	White Sands	42,945	84	--	13	3
	Y Ranch	91,296	23	58	13	6
Oregon						
	Alkali	64,997	89	--	--	11
	Beulah	49,377	76	--	--	24
	Colton	3,466	62	--	--	38
Utah						
	Randolph	569,102	26	8	8	58

RANGE IN ELEVATION (ft.)	PRECIPITATION RANGE (inches)	VEGETATION
5,000 - 11,000	7 - 17	sagebrush-bunchgrass, riparian, mountain meadow
5,500 - 9,000	10 - 40	riparian, sagebrush-grass, mountain meadow, grassland, conifer
4,000 - 9,000	6 - 20	high desert brush, mountain meadow, shrub, conifer
3,200 - 6,200	12	desert grassland, desert shrub
4,000 - 6,600	11	desert grassland, pinyon-juniper woodland
3,700 - 6,200	10	high desert grassland, desert shrub
4,700 - 10,000	4 - 15	desert shrub, pinyon-juniper woodland, sagebrush
7,150 - 7,650	18	pinyon-juniper woodland, sagebrush
5,900 - 7,236	10 - 12	sagebrush-grass, pinyon-juniper woodland
6,140 - 6,662	6	pinyon-juniper woodland, short grass, shrubland
5,200 - 6,900	9 - 12	desert shrub, desert grassland
6,900 - 8,400	12	conifer, pinyon-juniper woodland, short grass
2,500 - 3,600	7 - 12	annual grassland, sagebrush grass
3,300 - 5,900	12 - 21	juniper, sage, bunch grass
3,500 - 4,100	12	sagebrush grass
6,200 - 8,000	10 - 14	sagebrush, bunch-grass, black sage, low sage, aspen, juniper, mountain shrub, riparian, dry meadow, conifer

Rangeland Use of the ESP Areas Table 2

(Average Per Year - 1980-1984)

ESP AREA	NUMBER OF LIVESTOCK OPERATORS	*AUMs OF LIVESTOCK USE	HUNTER DAYS	FISHING DAYS	WILDERNESS DAYS
● Challis	28	28,400	10,800	10,000	---
● East Pioneer	30	20,300	25,200	34,000 +	---
● Modoc-Washoe	82	123,770	102,500	169,000	42,000
● County Line/Gila	1	5,022	150	---	---
● Cozier	1	15,092	1,800	---	---
● Lazy B	1	21,120	60	---	---
● Tonopah	20	150,205	1,500	2,000	---
● Berryman	1	1,836	76	---	---
● Dufers Point	2	3,726	15	---	---
● Twin Butte	2	1,920	---	---	---
● White Sands	1	3,828	125	---	---
● Y Ranch	1	11,217	1,000	49	---
● Alkali	8	12,340	75	24	---
● Beulah	1	5,750	520	200	---
● Colton	1	428	11	---	---
● Randolph	84	150,700	22,558	---	---

*Animal Unit Month (AUM) is the amount of forage required to support one cow or her equivalent for one month.

CAMPING DAYS	OTHER RECREATION DAYS	WOOD PRODUCT MBF	WILD HORSES NUMBER	MINERAL ACTIVITIES	MUNICIPAL WATERSHED NUMBER
10,200	12,000	800	185	$132,000	1
7,700	52,600	4,900	---	significant	1
108,900	176,823	15,100	500	$216,000	---
---	1,000	---	---	---	---
40	2,500	12	---	---	---
300	350	---	---	---	---
2,000	1,000	1.5	2,500	some	---
36	40	.1	---	---	---
10	5	.002	---	oil & gas	---
---	---	---	---	---	---
---	100	---	---	---	---
1,490	154	---	---	---	---
10	18	---	---	---	---
100	65	---	---	---	---
---	---	---	---	gravel	---
8,500	950	.02	---	exploration	3

graded by permittees through existing Coordinated

Operations of ESP Areas Participants and Procedures

Following selection of the areas, Agency managers and other participants designed programs that were consistent with BLM and Forest Service goals, objectives, and guidelines and the concerns of the other participants.

Four separate approaches for cooperation among rangeland managers and rangeland users were explored through ESP.

- **Joint ESP Areas -** Involved land management agencies; private rangeland users; other Federal, State, and county agencies or organizations; and a wide range of public land interests through direct involvement and decision by consensus. This approach was explored on the Challis, Modoc-Washoe, and East Pioneer areas, hereafter referred to in this report as joint ESP areas.
- **Randolph Area -** Involved land management agencies; private rangeland users; and other Federal, State, and county agencies or organizations in the development of guidelines for range management issue resolution through AMP implementation.
- **Tonopah Area -** Involved land management agencies; private rangeland users; and other Federal, State, and county agencies or organizations in review of AMPs drafted by permittees through existing Coordinated Resource Management Planning (CRMP) processes.
- **Allotment Level Areas** - Involved the private range users through their development of a draft AMP, which is reviewed by the land management Agencies for compliance with multiple-use, sustained-yield objectives of the Agencies. This approach was used in the various BLM-authorized individual allotment level programs.

Joint ESP Areas

The joint ESP areas were multiple-allotment programs developed under the concepts described in Senate Committee Report No. 95-1237 for programs designed to foster better Federal, State, and private cooperation and coordination. The project areas involved large areas of Federal, State, and private lands with numerous Federal, State, and local agencies and interests participating.

The Forest Service, BLM, Soil Conservation Service (SCS), and Agricultural Stabilization and Conservation Service (ASCS) participated from the Federal level. Resource Conservation Districts, game and fish agencies, State Departments of Agriculture, State rangeland committees, universities, and extension services participated from the State level. There was also a wide variety of private sector involvement, including ranchers, environmental groups, wild horse protection organizations, and other interested individuals and groups.

The primary goal was to promote range improvement through livestock management. Each area established management objectives for:

- Forage production.
- Management of all land ownerships in the areas.
- Wildlife habitat.

They developed procedures that assisted the Agencies in:

- Data gathering and analysis.
- Design and implementation of AMPs and other resource management plans.
- Design and use of incentives and rewards to encourage good stewardship by grazing permit/lease holders.
- Preparation of reports and articles to inform and involve the general and professional public.

The operational approach of these joint ESP groups was to divide roles and responsibilities into steering groups and technical teams.

Steering Groups

The steering group's role was to provide leadership, direction, and administrative oversight for the ESP. Membership represented the broadest possible representation of rangeland interests to provide multiple-use input into ESP activities. Membership for each of the steering groups is listed in Appendix A. Agency representatives on the steering committees were generally managers and not the technical staff.

The steering groups developed proposed decisions; however, the authority for approval of programs and projects remained with the landowner or land management agency. The BLM and Forest Service representives served as active and equal members. They provided a vital communication link within the Agencies and offered direction in resource management. They provided staff support needed to help carry out the programs.

Steering committee membership had a multiple-interest membership and provided a forum for discussion.

Technical Teams

Technical teams were appointed by steering committees to develop resource management plans for a specific section of rangeland. The teams included a representative from the appropriate land managing agency, affected ranchers, State wildlife agency, and other specialties who were vital or sought inclusion.

The team identified resource conflicts and recommended a course of action to resolve them, including ranked steps to meet the most critical resource needs first. The technical team members were authorized by their interest group or agency, and were qualified by education and experience, to make on-the-ground judgements.

The technical team integrated livestock, wild horse, wildlife, recreation, riparian, and cultural resource objectives, as appropriate, into recommendations on allotment management. The teams acted by unanimous agreement and then presented their reports to the steering group for approval or revision.

Consultation Process

Key elements of the participative decisionmaking process used in the joint ESP areas were:

- Federal agency recognition and support of a working group empowered to make recommendations to improve agency effectiveness.
- Direct dialogue, negotiation, and conflict resolution.
- Inclusive representation of all ownerships, resources, and uses
- Equal power of each representative within the group by taking action by unanimous consent rather than by vote.
- Active Forest Service and BLM membership in the steering groups and subgroups, thereby integrating legal constraints and agency goals into the discussion and planning.
- Separation of administrative/policy functions and technical functions.

Randolph Area

The Randolph area included a mix of Federal, State and private lands in Rich County, Utah. The Randolph was a multiple-allotment program focused on local offices of Federal and State agencies charged with management of rangelands or wildlife, county officials, and local private range users and interests.

A steering committee provided leadership and direction for the program. The BLM, SCS, and Forest Service had representatives on the steering committee. State agency representatives included the Utah Division of State Lands, Utah Division of Wildlife Services, and a range management representative from the Utah State University. County representatives included the Rich County Extension Agent, the Rich County Commission, and ranchers appointed by the County Commission.

The Randolph Steering Committee served as a forum for discussion of range management issues for the county and developed guidelines for each agency or landowner to follow so that a unified approach by all agencies and interests was taken to resolve the rangeland issues. For example, BLM identified multiple-use issues and objectives that must be accomplished to meet land use plan direction. The Steering Committee then developed guidelines on how BLM's land use plan rangeland management objectives can best be accomplished considering all resources of the county.

Under the ESP approach the rancher and lead range management agency developed an AMP that was consistent with the multiple interest guidelines provided by the Steering Committee. If an allotment was primarily private land, the SCS served as the lead range management agency. If the allotment was primarily BLM-administered public lands, the BLM served as the lead agency.

Tonopah Area

The Tonopah ESP area was a multiple-allotment program. The area was primarily BLM administered public land with scattered tracts of private lands.

At Tonopah, BLM integrated the existing Nevada CRMP process for multiple-use and local review with the individual rancher's stewardship concept. The CRMP was a voluntary process, used by BLM throughout Nevada, to bring together all interests concerned with the management of a given land area. It was a public process through which consultation and coordination took place.

The CRMP groups involved in ESP were ad hoc committees comprised of Federal, State, and local agencies; special interest groups; and interested individuals. Membership was open to the general public. Individuals and agency representatives with an interest in a specific allotment could participate. In contrast to the joint ESP area steering committees, the CRMP committees did not always arrive at a consensus prior to making a recommendation.

Ranchers choosing to participate in ESP drafted proposed AMPs with a preferred grazing management program for the allotment. Using the CRMP process, each plan was reviewed by a CRMP subcommittee, which made recommendations to BLM to accept and/or amend plans considering land use planning objectives. Recommendations were then presented to the CRMP committee. A 30-day comment period allowed interested parties the opportunity to provide input. Stewardship plans were then approved or modified by BLM, with rancher cooperation, taking into consideration CRMP recommendations.

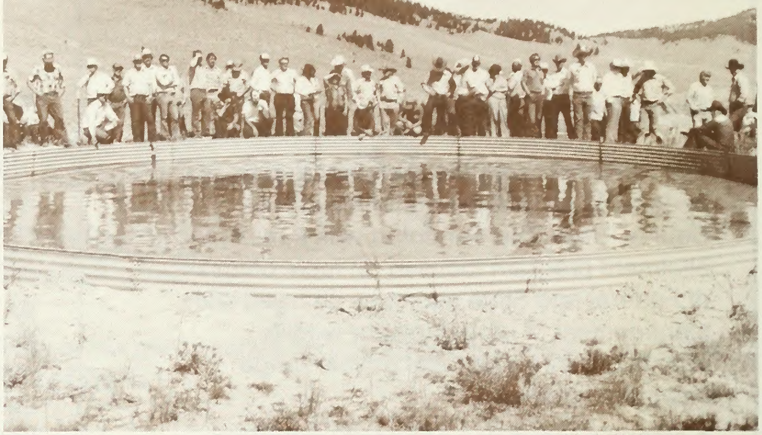
Allotment Level Areas

The allotment level ESP areas were single or dual allotment programs involving a mix of Federal, State, and private lands. These allotments were representative of a large amount of BLM administered public land that had limited conflicts and multiple-use values.

Consistent with the objectives established for the programs, the allotment level ESPs were focused primarily on BLM, other agencies directly involved with rangeland resources on the ranch unit, and local ranchers. The other agencies included the Forest Service, SCS, ASCS, and State land management agencies. The Forest Service did not formally designate National Forest System lands as part of the ESP areas. However, local Forest Service officials cooperated with the BLM and livestock operators in these programs and livestock management plans involving National Forest System Lands.

The BLM allotment level ESPs did not form steering committees. However, the lack of a steering committee did not limit other interests or agencies from participating. Many interests, such as State game and fish agencies, universities, and extension services, were invited to participate. However, often they chose not to participate on a large scale because the areas generally involved a small acreage and had few conflicts. As a result, the involvement of other parties was typically in a reviewing capacity.

The primary participants were the rancher and BLM, with the rancher taking a large role in the development of the allotment plan. The draft or proposed AMPs were developed by the rancher in consultation with the BLM range management staff. The BLM and other agencies then provided an interdisciplinary review of the draft AMP to make sure that the plan was in concert with the multiple-use objectives and management direction of the land use plan. In addition to the Agencies review, the plans were reviewed by the BLM Grazing Advisory Boards and Advisory Councils.



Tours conducted in the ESP areas have increased communication and understanding among the Federal land managing officials and the livestock grazing permittees.

Programs, Results, & Conclusions

Innovative Policies and Systems

THE MOST SIGNIFICANT RESULT OF THE PROGRAM WAS A CHANGE IN ATTITUDE FROM CONFRONTATION TO COOPERATION IN RANGELAND MANAGEMENT AS A RESULT OF THE MORE INTENSIVE COMMUNICATION AND COORDINATION.

Cooperative Approach

All approaches explored for improving cooperation have created an aura of open, honest involvement and cooperation among individuals, groups, and agencies that participated. Increased cooperation among agencies, range users, and other rangeland interests served as a vehicle for education about the resources of the public lands and multiple use management. The program has stimulated the ranchers and other interest groups to pool their resources with the Agencies' resources to accomplish public land management objectives.

Because the various interests have committed their resources to management of the public rangelands, they have been stimulated to search for the best possible management of the public lands. This has significantly increased the knowledge of rangeland and multiple-use management.

The commitment brought about through the cooperative process accomplished in months what might otherwise have taken years or even possibly never have been accomplished.

In addition, the commitment to improve the condition and outputs from the public lands was perceived to be a long standing commitment brought about by "local power." A permittee stated in June 1984, "Stewardship structure would provide consistent progress toward allotment management plan implementation and range improvement in spite of changes in personnel and political administrations."

Initially, ESP steering groups in the joint ESP areas recognized that livestock operators might be unwilling to participate in the planning process and that special incentives would be required. These incentives proved to be less important than the sense of involvement, respect, and accomplishment acknowledged by participants and their organizations.

The Agencies found that the large, broad based steering committees of the joint ESP areas were good avenues to accomplish more than just the livestock grazing issues and objectives. For example, Challis ESP developed projects specifically for salmon, bighorn sheep, and elk. East Pioneer developed a coordinated weed control program, and Modoc-Washoe provided a wild horse herd management policy to define gathering procedures. The ESP processes were also used to develop recommendations for wilderness and off-highway vehicle use areas.

In comparing and contrasting results of the different approaches, the high level of conflict in the joint ESP areas stimulated a greater interest in participation from the various interest groups when compared to the lower conflict areas that were authorized by the BLM. When more interests were active in the program more resources were available for public land improvement. And at that point, improvement could be made in more than just the livestock grazing program. However, it appeared that the interest in public land management cannot be forced on the various interests. The size of an area and the number of conflicts were significant factors in determining the approaches to cooperation and coordination in resource management.

Alternate Grazing Fee Collection and Distribution Systems

BASED ON TESTING TO DATE, CONCLUSIONS ARE THAT NO SINGLE FEE COLLECTION AND DISTRIBUTION SYSTEM IS CONSISTENTLY BEST FOR THE MANAGEMENT AND IMPROVEMENT OF THE PUBLIC LANDS.

Three programs involving fee collection procedures are presently being explored and are not completely tested at this time. They are: (a) range improvement credit, (b) fee return, and (c) actual use billing.

Range Improvement Credit

The payment of up to 50 percent of the amount due from grazing in the form of range improvements was one of the potential incentives identified in the Public Rangelands Improvement Act of 1978. Authority to grant credit against grazing amount due the Government was authorized by one or both Agencies (Forest Service/BLM) on nine ESP areas since 1983. Actual implementation was limited by lack of permittee participation. The most extensive program was implemented on Modoc-Washoe.

Due to the short time this program has been available, the experiment has not been completed; however, some preliminary findings have been reported:

In terms of costs, some permittees donated all or part of the labor and provided equipment they had on hand for project implementation. Thus, permittees constructed improvements at reduced costs compared to typical Government contracts. For example, on the Berryman ESP, the rancher treated 400 acres of sagebrush land with a rotary brushcutter using equipment he had available. Cost to BLM through the credit program was $7.63 per acre; whereas, rotary cutting typically costs the Agency $25 per acre.

In other cases, a Government contract was more cost effective because larger contracts tend to cost less per unit than smaller ones. Additional administrative work, including inspections and record keeping, was generated in tracking allotment projects.

The range improvement credit reduced monies collected from livestock grazing by an amount equal to the credit granted. This in turn reduced monies available for distribution to various recipients, including the Range Betterment Fund, U.S. Treasury, and State and local governments. This is the result of current laws that require the distribution be based on actual monies collected rather than the total value due from grazing.

The quality of some projects installed by ranchers exceeded the typical work quality of contractors. For example on the Berryman ESP, Mr. Berryman provided "the master's touch" for cleanup and workmanship on land treatment projects that reflected his personal commitment to protect the resources and make the allotment look good.

However, in other ESP areas a few fencing and pipeline projects, as originally constructed, failed to meet the Agencies' specifications. The Agencies had to require them to be improved to meet those specifications.

The credit program resulted in range improvements being spread more equally among allotments because participating operators could assure that money would be spent on their allotments if they were willing to construct improvements. However, not all planned projects were completed, resulting in a delayed plan implementation in a few areas.

The combination of the range improvement credit and the Range Betterment Fund increased total funds available for range improvement work in ESP areas where credit was available. However, it reduced the funding available for some of the Agencies' other high priority allotments dependent on Range Betterment Funds. It also reduced funds available for distribution to States and counties.

The Forest Services' smaller scale operators were provided a greater opportunity to participate in range improvement projects when they were incorporated into the grazing fee credit program. The credit for range improvements offered a means for constructing isolated projects that contractors might not have been able to cost effectively install.

Based on testing to date, conclusions are that credit in the form of range improvements can be a vehicle for cost-efficient construction of range improvements. However, credits should be closely regulated to avoid abuse and to promote multiple-use objectives. In addition, they should supplement and not totally replace the multiproject contracts and cooperative construction programs of the Agencies funded through the Range Betterment Fund. Further analysis and evaluation will be conducted to test the feasibility of this policy.

Return of All Range Betterment Funds to the Allotment Where They Were Collected

One incentive being tested on the Lazy B ESP area in Arizona is for BLM to directly return half of the monies collected to the allotment that generated the income. The monies are used for range improvement construction. The rancher agrees to match this amount through contribution of materials, equipment, or labor for a five-year period. Under this approach, the projects may be constructed by BLM, the rancher, or jointly. In contrast with the fee credit, the BLM collects the full fee.

Recognizing that the application of this incentive is limited to one allotment, findings are:

The return of grazing fees through the Range Betterment Fund approach did not alter the distribution of funding to various recipients, including the Range Betterment Fund, U.S. Treasury, and State and local governments. However, it did reduce the flexibility the Agencies had to apply the Range Betterment Fund to other high priority allotments dependent on the Fund.

This approach allowed a case-by-case determination of the most cost-effective method of project construction, i.e., Government contract or operator provided.

It significantly increased the rancher's contribution to range improvement construction through the permittee's matching contribution of materials, equipment, or labor. Although the BLM has not initiated construction of range improvements under this incentive, the rancher has already installed 17 miles of fence, 5 miles of water pipelines, and 3 water storage/drinking facilities.

Present conclusions are that this approach to fee incentives has led to greater investments on public lands by the livestock operator and has improved resource management. However, the approach is best suited to large allotments with enough receipts to provide for a reasonable scale of range improvements. Such an approach would best be used to supplement rather than totally replace the Agencies' Range Betterment Funds.

Actual Use (After Use) Billing

The standard practice is for the Forest Service and BLM to bill the permittee for planned livestock use in advance of the grazing season. The bill is based on the number of livestock and the grazing season specified on the grazing permit or lease. When permittees do not graze the full permitted number of livestock or remove livestock before the permit removal date, they must apply for a cash refund or fee credit to a future billing.

Billing the rancher for livestock grazing at the end of the grazing period, as opposed to the beginning, is called "actual use billing." The actual use bill is based on the permittee's actual use record that documents the number of livestock and time period they actually grazed on the public lands. This approach to billing was developed by BLM for AMPs, because under AMPs livestock are moved on and off the public lands based on the condition of the forage plants. The actual use billing procedures decreased the emphasis on calendar dates and integrated the billing procedures with livestock movement.

Many of the AMP's developed under ESP incorporated actual use billing procedures as a part of the plan. In the Modoc-Washoe area, the BLM also tested actual use billing on allotments without AMPs. The hypothesis being tested was that actual use would:

Stimulate ranchers to cooperate with the Agencies during the grazing seasons when late turn out or early removal of livestock would benefit the range.

Stimulate the Agencies to cooperate with the ranchers by allowing additional use during the grazing seasons when earlier turn out or late removal of the livestock would not damage the range.

Additionally, actual use billing procedures allowed the rancher to delay payment until all use for the year was made and to pay only for the amount of use actually completed. This procedure eliminates the need for mid-season or end-of-season adjustments.

Results based on testing to date of actual use billing under ESP are:

The increased flexibility in billing reduced rigidity in management and encouraged the Agencies and the ranchers to look more realistically at needed adjustments in on-and-off dates in atypical years where resource conditions dictate that changes should be made.

The procedure was especially efficient when livestock were moved seasonally between the different land administrations. For example, when one Agency's ranges were not ready for grazing on the expected start date and the other agency extended the grazing period, actual use billing was less cumbersome. Both Agencies followed similar procedures in correlating use of adjoining BLM and Forest Service allotments.

In most cases, actual use billing provided for more accurate billing for livestock grazing. The increased accuracy reduced the need for expensive processing of refunds or credits to the permittee.

Actual use billing resulted in additional indirect benefits to the Agencies. Actual use data comprise one of the elements needed in allotment monitoring to evaluate the success of management. By basing billing on actual use reports, livestock operators were stimulated to keep accurate records on actual livestock use. Then the Agencies obtained more precise data upon which to base management decisions.

The increased efficiency of actual use billing was significantly reduced when livestock operators submitted inaccurate or late actual use reports or failed to pay the bills on time. The degree of this situation varied by area and Agency as evidenced in Modoc-Washoe. During the first year the incentive was offered, the Forest Service had a 39 percent payment delinquency rate. The Steering Committee then developed procedures the Agencies could follow to discipline the permittees who abused the program.

Delayed payment and paying only for the amount used benefited the rancher; however, delayed payment resulted in a cash flow disadvantage to the Government. The BLM-Forest Service report "Appraisal Report Estimating Fair Market Rental Value of Grazing on Public Lands," dated 7/27/84, provided the following observation.

> "The data on private leases showed that leases paid in advance went for 20 percent less than leases paid under all other payment schedules, i.e., after grazing use occurred, quarterly payment, etc. The estimates of values were based on a mix of payment schedules. Because both Agencies use a variety of payment schedules, the appraisers recommend that those Public Rangeland users paying in advance be given a 10% discount of rental values, and those users paying in arrears be assessed a 10% surcharge."

These findings indicate that actual use billing is convenient when livestock management changes must be made based on variable resource conditions, serves as an incentive for livestock operators to keep accurate records of livestock use, and generally provides an accurate means to bill for livestock grazing on the public lands. However, some operators did not supply the Agencies with timely and accurate information for billing or pay the bills on time. Further analysis and evaluation will be conducted to test the feasibility of this policy.

THE RETURN ON CASH INVESTMENT HAS BEEN SUCCESSFUL IN INCREASING PARTICIPATION IN PUBLIC LAND IMPROVEMENT.

Return on Cash Investment

The return on cash investment incentive established that the person or organization investing in public land improvement had the highest priority to receive the benefits. Under this incentive, the investor who developed a water or forage source had the highest priority to use it. This policy did not apply to fee credits. A number of investments were explored, and the opportunity to invest was not limited to ranchers. In some areas, State wildlife agencies also provided support that contributed to improved range conditions; therefore, wildlife were given a priority to receive the benefits of improved rangeland production.

Examples of range improvements under this incentive are given below:

— Seeding projects where State wildlife agencies purchased seed that ranchers planted resulted in larger volumes of more diverse forage for both big game species and livestock.

— Areawide noxious weeds were controlled on a systematic basis, eliminating pockets of untreated seed sources and benefiting all lands, private and public.

— Irrigation of public lands with private water provided increased quantity and quality of forage for livestock and wildlife, and improved distribution (use) of livestock on the entire allotment.

— Development of water sources in previously nonwatered areas increased availability of forage for livestock and wildlife species. This also improved livestock and big game distribution and allowed more opportunity for various grazing systems to meet ecological and other resource management objectives.

The return on cash imvestment was successful in increasing participation in public land improvement. The permittees realized more and/or better quality forage and a greater opportunity for seasonal variances in established grazing practices as a result of their cash investments. The public lands benefited from the increased management and deferment that leads to improved range condition. State wildlife agencies, sportsmen, and environmental interests benefited from the improved wildlife habitat.

The concept of the return on investment policy has been imcorporated into BLM regulations and is consistent with long standing Forest Service policy. Additional forage made available through permittee or cooperator investment that is not needed to satisfy existing uses is distributed to permittees or cooperators in proportion to their contribution or efforts that resulted in increased forage production.

PRESENT CONCLUSIONS ARE THAT THE CONCEPT OF FLEXIBILITY WILL WORK AS LONG AS GOALS AND OBJECTIVES ARE CLEARLY DEFINED AND AGREED UPON BY ALL INTERESTS.

Flexibility in Permit Operations and Procedures

Under ESP, Forest Service and BLM personnel were encouraged to exercise innovative interpretations of policies and regulations in order to accomplish the goal of improving rangeland conditions. The permittee was allowed a larger role, within guidelines, in determining grazing practices.

Described below are specific aspects of management flexibility allowed permittees in one or more of the experiments.

— Determination of how much, what kind, and where to provide supplemental feed.

— Determination and implementation of annual grazing sequence of pastures and entry/exit dates on and off the public lands.

— Determination of the class of livestock, i.e., age and sex of a kind of livestock.

— Determination of the number of livestock (within agreed-upon limits).

In the Modoc-Washoe area, the steering group adopted a step-by step procedure for BLM permittees to earn additional operator flexibility.

- Step 1. **AMP Development** - Based on technical review team report/steering group recommendation.
- Step 2. **AMP Implemention** - Annual monitoring and evaluation by BLM and permittee(s). Modifications made as needed until most objectives are met.
- Step 3. **AMP Expanded Flexibility** - AMP adjusted to reach any unattained resource objectives. The permittee(s) assumes some livestock management decisionmaking responsibility in consultation with agency staff. The step is complete when the allotment objectives are obtained and it is categorized a Maintenance (M) allotment.
- Step 4 **AMP Revision** - A flexibility clause is incorporated into the revised AMP. It includes provisions for continued annual recording of actual use, utilization and annual event data, the 5-year BLM evaluation cycle, and the issuance of a ten-year permit.

The increased flexibility by the Agencies in determining how to meet the resource management objectives of land use plans has clearly stimulated a more agreeable plan for resource management.

MOST PARTICIPANTS AGREED THAT RESOURCE MANAGEMENT HAS IMPROVED, AND THIS IMPROVEMENT WILL LEAD TO LONG-TERM IMPROVEMENT IN RANGE CONDITION.

Improved Resource Management and Conditions

The number of plans prepared and implemented to meet resource management goals has significantly improved in most ESP areas. This is especially true on the larger joint ESP projects that involved many multiple-use activities. Table 3 provides a comparison of the number of resource management plans on the joint ESP areas before ESP and now.

Table 3. Resource Management Levels on Joint ESP Areas.

	1980	1984
Allotment management plans implemented	40	88
Allotments without management plans	60	10
Wildlife habitat plans	0	4
Wild horse management plans	0	3
Noxious weed control plans	1	4
Cultural resource management plans	0	1

The success of the program must ultimately be measured through improvement in range condition. Monitoring to determine the results of the activity plans has significantly increased under ESP. As an example, Table 4 compares the current monitoring level in the joint ESP areas to the level before ESP.

Table 4. Monitoring Studies on Joint ESP Areas Before and After ESP.

	1980	1984
Allotments w/annual use and utilization recorded	37	80
Condition and trend studies		
Allotments	40	65
Transects	186	303
Photo plots		
Allotments	17	44
Photo points	95	150
Cultural studies	1	9
Browse studies		
Allotments	4	24
Transects	30	35
Wildlife studies		
Allotments	18	42
Transects	35	56
Watershed studies		
Allotments	2	11
Studies	2	27
Fisheries studies		
Allotments	0	6
Studies	0	6

Monitoring studies have also been established on the other ESP Areas. The monitoring studies reflect that livestock grazing management has improved. On 11 of the 16 ESP areas, the range management programs developed through ESP have reduced the level of livestock forage utilization or have improved use patterns. Many have provided additional deferment of livestock grazing, and this—along with the reduced level of use—has improved plant vigor.

Appendix B provides a summary of the management changes and monitoring results for each ESP area.

Although range management programs developed under ESP have led to improved range conditions, most range scientists, participants, and observers agreed that the program's five-year duration (1980-1985) was an insufficient period of time to increase the ecological range condition class on many of the rangelands.

Recommendations of the Challis, East Pioneer, and Modoc-Washoe Steering Committees

In December 1984, the joint ESP steering committees submitted a progress report to be used in evaluating the ESP program and in preparing the Secretaries' report to Congress. Recommendations of the three committees and rationale for each recommendation are given below: 2/

Recommendation: The concepts and processes of the ESP should be continued, expanded, and encouraged, and the concepts and processes should become incorporated into the planning process of the Forest Service and BLM. It is further recommended that, at least, the three jointly authorized experimental stewardship programs should continue with an experimental emphasis so that new and innovative concepts may be continually tested.

Rationale: The ESP projects have demonstrated significant benefits for agency administration, natural resources, and public land users. The ESP areas have been successful in resolving complex resource management issues through participatory decisionmaking.

While the working groups agree that stewardship programs should not be forced on staff or users, the Forest Service and BLM can, and should, take action to encourage use and adoption of the stewardship process. Such action includes making the program available and making the stewardship option obvious and attractive. Neither crisis nor experimentation are critical to a successful stewardship program.

2/ Challis Modoc-Washoe, and East Pioneer Stewardship Programs, "Experimental Stewardship Program Report," December 1984.

Recommendation: The Agencies should adopt the technical team as one of the standard procedures that could be used for resolving conflicts over resource use and for creative experimentation in resource improvement.

Rationale: The technical team process includes broad representation of interest groups, unanimous actions, and long-term commitment to allotment management. Resource conflicts tend to be partially a matter of perception. The technical team provides an opportunity to define the situation as it exists in the field, to develop an intimate understanding of people and resource needs, and to define desired goals from the perspective of each participant. Like all participative endeavors, it is time consuming, expensive, and burdensome. However, the outcome tends to be the end result,rather than the beginning of litigation.

Recommendation: The Modoc-Washoe report on Actual Use Billing and Grazing Fee Credit (Grazing Fee Incentive Program) should be adopted by the BLM, Forest Service, and U.S. Fish and Wildlife Service. The recommendations should be implemented, and the Grazing Fee Incentive Program should be made available to eligible permittees/lessees as defined by the Incentive Program Guidelines. (See Appendix C)

Rationale: Adoption of a standardized billing method will alleviate confusion and expense for those permittees involved with two or more agencies. Adoption will also provide another management tool and incentive for those ranchers who have entered into cooperative livestock grazing management plans with the Forest Service and BLM. Actual use billing encourages forage use consistent with annual production. This is contrary to the previous billing system, in which ranchers are encouraged to use all for which they had paid. The Grazing Fee Credit Program will not replace the multiproject contracts and cooperative construction programs of the Agencies, but it will serve a valuable purpose for constructing isolated projects the Agencies may not be able to cost effectively include in a contract. It also serves as a means for the rancher to accelerate AMP implementation and, therefore, management in his allotment.

Recommendation: Steering committee members and others involved, as possible, should receive training in consensus problem solving methods.

Rationale: The skills necessary to participate in and manage a consensus group, such as an ESP steering committee group or a technical team, can be learned. An enthusiastic land manager and/or members can make stewardship efforts succeed. Consensus training should be readily available to managers contemplating formation of, or participation in, a multiresource working group.

Recommendation: Agencies should evaluate their policies on personnel mobility, considering the need for continuity and trust in ESP areas.

Rationale: The ESP steering groups have observed a tremendous degree of job satisfaction among agency staff participating in ESP. Agency grade scales and tenure policies offer little incentive for range managers to develop their resource management skills because agency emphasis is on upward movement through supervisory positions. Pay and grade scales tend to be geared toward supervision, rather than field work.

The ESP steering groups request that the Agencies consider separate grade scales for range managers, allowing range managers longer tenure options. The steering groups volunteer to work with the Society for Range Management on job descriptions for resource managers to make them reflect the current complexity of the position. A revised description of job requirements and a commensurate grade scale will attract new range conservationists and resource specialists by providing an incentive for a natural resource career. A successful ESP needs professional resource personnel.

Recommendation: Agencies should delegate decisionmaking authority to the local field level, and provide sufficient leeway for these decisions to recognize local needs and conditions.

Rationale: Significant differences exist in resource complexities, problems, and responses to management throughout the western United States. Specific "blanket" direction and regulations from a central headquarters frequently hinder satisfactory management of a specific area. Programs developed at the local level with sufficient input and commitment from all interests involved have a good chance for success.

The ESP was initiated on 16 areas with a broad spectrum of range conditions and forage values.

Response to Public Review Draft

The Forest Service and BLM released the Draft Experimental Stewardship Program Report for public review on June 26, 1985. Comments were accepted until August 9, 1985. The Agencies received a total of 53 responses from individuals, organizations, and State and Federal agencies. They were grouped in the following categories:

Livestock and Agricultural Interests	14
State and Federal Government, Excluding Wildlife Agencies	11
ESP Steering Committees and Participants	6
State and Federal Wildlife Agencies	5
Range Management Professionals and Organizations	5
Wildlife Organizations	3
Environmental Organizations	3
Individuals	3
Soil Conservation Organizations	2
Four-Wheel Drive Organization	1

Stewardship Concept and Future of the Program

Of those responding to the report, 74 percent supported the stewardship concept of developing range management programs with more cooperation and coordination among local individuals and Federal and State agencies charged with management of the rangelands.

Thirty-three respondents, or 61 percent, suggested continuation of the Stewardship program. Of this group, nine favored retention of the current number of ESP areas and continuation of experimentation; 17 favored expansion of the stewardship program on a discretionary, voluntary basis to any area where there are resource conflicts; and seven favored mandatory expansion of the stewardship program to other areas of public rangeland.

The approach used in the joint ESP areas received the broadest support from those commenting. Nonagricultural interests believed the other approaches allowed livestock interests too much influence on range management programs and did not adequately consider concerns for other multiple-use values. The remaining 26 percent of the responses did not comment specifically on the stewardship concept, but rather on specific aspects of the program.

None of the respondents recommended cancellation of ESP. Generally speaking, the environmental and wildlife interests were guarded in their reaction to the program. They believed that the program had not clearly demonstrated improved range conditions for multiple use. On the other hand, most livestock and agricultural interests believed that the program was a success and should be continued or expanded.

Consultation, Cooperation, and Coordination

Twelve of the 53 respondents, or 22 percent, mostly ESP participants, cited improved communication, cooperation, and coordination as the greatest single accomplishment of the stewardship effort. This was criticized by some commenters who believed that the programs stimulation of improved communication and cooperation was a social benefit and more emphasis should be placed on improved range conditions.

Range Condition Improvement

Six of the 53 respondents, or 11 percent, generally those closely involved in a particular stewardship program, believed that range conditions on the stewardship areas have improved. On the other hand, 15 percent, or 8 respondents, believed that improvements in range condition could not be documented. An additional eight percent, or four respondents, believed that improvements in range condition could not be documented. An additional eight percent, or four respondents, suggested that improvement in range conditions was due to environmental factors, such as higher than normal precipitation, rather than ESP effort.

Ten percent of the respondents believed that multiple-use management has improved on the ESP areas, particularly on the joint ESP areas. Ten percent disagreed, believing the program, especially in the BLM authorized areas, has been oriented toward livestock and detrimental to wildlife. Ten respondents, 18 percent, opposed the individual ESPs, while five respondents, 9 percent, supported the individual ESPs. Five respondents favored maximum local responsibility and flexibility.

Grazing Fee Incentives

Six of the 53 respondents favored the use of grazing fee credit for range improvement, and two respondents were opposed. Five respondents were opposed to any form of rancher "cash investment," citing such reasons as "vested interest" and "privatization" of public lands.

Eleven responses contained opinions on the appropriate time for payment of grazing fees, with five supporting actual use (pay after grazing) billing and two opposing. Another four suggested maximum flexibility in timing of fee collection.

Recommendations of the Joint ESP Committees

Twelve of the 53 respondents, 22 percent, mentioned and supported one or more of the recommendations of the Challis, East Pioneer, and Modoc-Washoe Steering Committees.

Appendix A

Representation in the ESP Steering Committees

Challis Steering Committee

- BLM Challis Resource Area
- Challis National Forest
- Sawtooth National Forest
- Idaho Department of Lands
- Idaho Game and Fish
- Custer County Resource & Economic Stabilization Committee
- Soil Conservation Service
- Custer County Resource Conservation District
- American Horse Protection Association
- Custer County Extension
- Idaho Wildlife Federation
- ASCS
- Idaho Farm Bureau
- University of Idaho
- Idaho Rangeland Committee
- Idaho Conservation League
- Permittees (4)

East Pioneer Steering Committee

- Soil Conservation Service
- Beaverhead National Forest
- BLM, Butte District
- Montana State Government
- Montana Game and Fish Department
- Montana State University
- County Extension
- Soil Conservation District
- Ranchers (3)
- Sportsmen (2)

Modoc-Washoe Steering Committee

- BLM Susanville District
- Modoc National Forest
- California Department of Fish and Game
- Nevada Department of Fish and Game
- U.S. Fish and Wildlife Service
- Audubon Society
- Wildlife/Environmental Interest Representative
- Soil Conservation Service Red Bluff Area
- Surprise Resource Conservation District
- Vya Resource Conservation District
- California ASCS
- Nevada ASCS
- Modoc County Board of Supervisors
- Washoe County Commissioners
- Wild Horse Organized Assistance
- University of California, Cooperative Extension
- University of Nevada at Reno, Renewable Natural Resources
- Tuledad/Home Camp Permittees Association
- Cowhead/Massacre Permittees Association
- Warner Mountain Ranger District Permittees
- Modoc Cattlemen's Association

Randolph Steering Committee

- BLM Bear River Resource Area
- SCS
- Utah Division of State Lands
- Utah Division of Wildlife Services
- Utah State University Range Specialist
- Rich County Extension Agent
- Rich County Commission
- Local ranchers appointed by the Rich County Commission
- Forest Service

Appendix B

A summary of the management changes and monitoring results of each ESP area follows:

Challis

In the 1979 Challis livestock grazing EIS, BLM identified the grazing capacity for BLM-administered public lands to be 10,436 animal unit months (AUMs). This was 39 percent below the previous five-year average use and 52 percent below active grazing preference. When 38 grazing decisions implementing these reductions were issued to grazing permittees in 1979 and 1980, grazing permittees filed 14 appeals believing the decisions would have a devastating effect on their livestock operations. The appeals halted further implementation of the decisions by BLM.

Through ESP, the Agencies have been able to proceed with livestock grazing programs that will accomplish management objectives. Twenty-three individual AMPs were developed that incorporated, as appropriate, BLM, National Forest System, State, and private lands. All public lands within the ESP area are currently managed under an AMP. These ESP plans prescribed fences, additional water developments, and land treatments to better distribute livestock use, and implement or modifiy grazing systems.

The management program developed under ESP mitigated the need for reductions in livestock use. The grazing program provided for more uniform use among BLM, National Forest System, State, and private lands. The combination of more uniform use, increased forage from land treatments, improved grazing systems, and a court-ordered reduction in wild horses has negated the need for large reductions on BLM lands.

The changes in management have yielded improved watershed conditions and improved habitat for fish and wildlife. The wildlife habitat has been improved by providing improved forage, more water, better cover, and reduced direct competition.

Wildlife forage and browse have improved in vigor. A total of 292,195 acres of deer habitat, 137,424 acres of elk habitat, 83,798 acres of bighorn sheep habitat, and 271,496 acres of antelope habitat are now under improved grazing programs where livestock grazing is managed by grazing practices to maintain high forage plant vigor. Additionally, areas have been reseeded through cooperation among the ranchers, the Idaho Fish and Game Department, and the BLM to improve wildlife and livestock forage.

Water sources developed to improve the livestock distribution have increased water availability for wildlife also.

The new grazing programs under ESP have improved the plant vigor in riparian areas. The improvement is the result of additional water developments, deferred grazing systems, and reduced livestock trailing use. The reduced trailing use was a result of exchanges in permits between livestock operators. The exchanges allowed the ranchers to consolidate their operations and reduce livestock moves.

Habitat for bighorn sheep in the East Fork area has been improved through prescribed burning and 5,790 acres of public land managed by BLM has been established as a bighorn sheep management area.

(Top) Land treatments on 23,000 acres have resulted in immediate growth. The seedings have allowed for livestock use to be deferred from native ranges. (Middle/Bottom Left) Native ranges including riparian areas are improving in vigor.

Modoc–Washoe

Prior to ESP, livestock reductions totaling 32,800 AUMs or 32 percent were proposed in two livestock grazing EISs prepared for BLM administered lands. The Forest Service was experiencing an over-obligation for livestock forage in the Emerson Allotment within the south Warner Wilderness. Events such as these resulted in rapidly deteriorating public/agency relations, particularly for the BLM. All segments of the public were extremely dissatisfied with BLM, as each perceived the BLM as having given in to the other public interests.

Since the inception of the Modoc-Washoe ESP, Agency relations with the public have improved dramatically resulting in the implementation of livestock grazing management systems on the majority of the ESP area. In 1980, there were only 24 AMPs (four BLM, 20 Forest Service) implemented. Presently, there are 52 two AMPs (26 BLM, 26 Forest Service) that have been implemented. In terms of acreage, intensive grazing management providing periodic growing season deferment from livestock grazing has been expanded from 669,400 acres in 1980 to 1,123,000 acres in 1985.

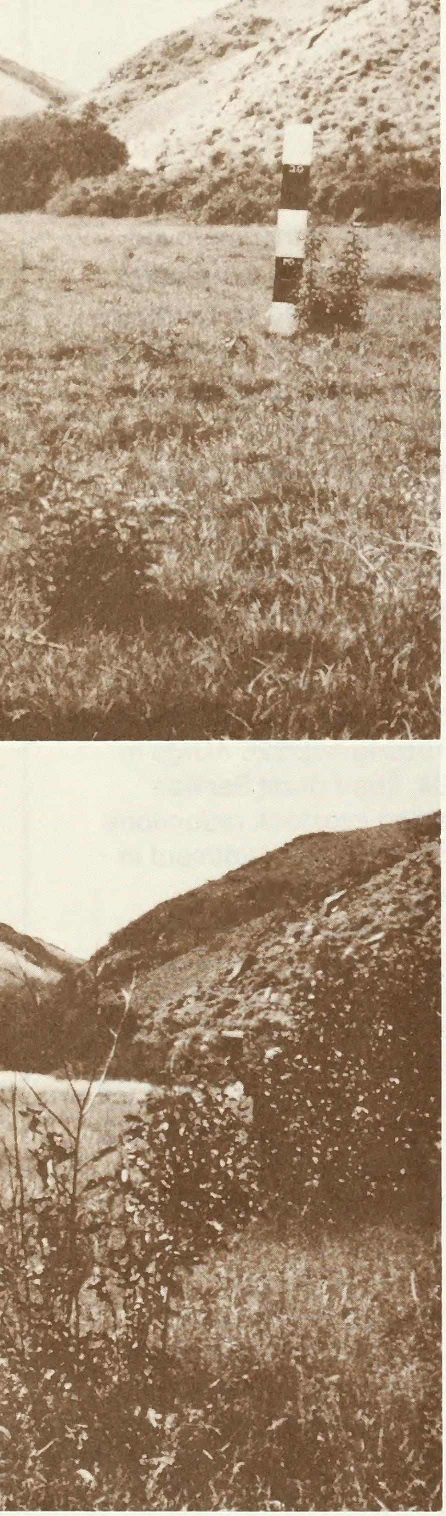
Land treatments on 23,000 acres have resulted in immediate improvement. The treated areas were converted from monotypic sagebrush dominated plant communities to diverse communities with a good mixture of grasses, forbs, and shrubs. The land treatments resulted in additional off-site benefits to 829,600 acres of adjacent native range. The seedings were primarily used for early spring, allowing surrounding native range to be deferred or rested thereby providing benefits to livestock and wildlife. Livestock needed to be removed from hayfields to protect the health of the new born calves. Wildlife benefited because they could use the native ranges free of livestock competition.

The Home Camp Allotment serves as an example of the benefits that are being achieved. The lower native ranges, including the riparian areas and the higher elevation areas were deferred from livestock grazing from April 1 to May 15 while the cattle grazed on the seedings. The cattle then grazed the low country native range and allowed the seedlings to produce seed. When the cattle are moved to the higher elevation areas in July the lower native areas and meadows were able to rejuvenate. Under the system, the riparian areas were able to grow before and after the livestock were grazed on them each year. The riparian areas responded well to the management of the Home Camp Allotment.

Wildlife in the ESP area have responded to the improved management as antelope have increased in numbers from 2,700 to 3,175; deer from 7,100 to 8,000; and bighorn sheep from 14 to 41.

With the exception of two BLM allotments, the AMPs have been implemented without the proposed reductions. However, through the use of actual use billing, livestock use has dropped from 110,857 AUMs in 1980 to 102,225 AUMs in 1984. The Forest Service avoided livestock reductions in the Emerson Allotment in the South Warner Wilderness by transferring livestock use in an adjacent allotment to an allotment with surplus forage outside the wilderness. The vacated allotment was then added to the Emerson Allotment and a rest-rotation grazing management system was implemented.

Other management achievements of the ESP included recommendations on seven wilderness study areas through the technical review team process, designation of an area of critical environmental concern (ACEC), experimental wild horse management to determine the best management methods for producing highly adoptable animals, and designation of areas where cultural resource management was top priority.



(Top/Bottom) *Riparian area management has been an important element of the East Pioneer ESP. Many riparian areas are showing rapid and significant improvement.*

East Pioneer

Prior to ESP thirty livestock operators grazed approximately 4,000 cattle on the area and harvested approximately 20,300 AUMs of forage from Federal rangelands. When the ESP was initiated, most National Forest allotments were covered by AMPs, although need for revision had been identified on several. The BLM allotments generally lacked AMPs and were undergoing heavy annual early spring use.

Under the coordinated ESP AMPs, livestock were allowed on some of the National Forest allotments earlier. Fences were installed to allow rest-rotation grazing systems that recognized natural grazing patterns instead of ownership boundaries.

Coordinated water systems were installed to improve livestock distribution on all ownerships while recognizing wildlife needs. Also, prescribed fire was used to improve forage values for all grazing animals. Increased livestock use was allowed on National Forest allotments to use surplus forage produced on timber harvest areas while reducing livestock pressure on key wildlife range elsewhere. Grazing systems were specifically designed to improve riparian areas.

The monitoring program trained ranchers and other interests in short-term and long-term monitoring processes.

Although all changes may not be totally attributable to ESP, the following table indicates the management changes on the East Pioneer Area:

Resource Management	1980	1985
AMPs written	11	14
Allotments without AMPs	8	3
Allotments with riparian projects	2	5
Noxious weed program	0	3
Wildlife numbers		
Deer	2,800	3,500
Antelope	130	150
Elk	1,360	1,700
Bighorn sheep	70	150

(Top) The program has been as much an educational process as a resource management process in the county. The ESP has brought about an increased awareness by the permittees of the potential for improving resource conditions.

(Bottom) The Randolph area has large expanses of sagebrush. Sagebrush control has been an important tool to improve the range conditions.

Randolph

The final grazing EIS for the Randolph area was completed in 1979. The grazing capacity for the area under the management that existed at that time was estimated to be four percent below the authorized level. One allotment required a 24 percent reduction in livestock use. Utilization levels on key management areas were primarily in the moderate, 41-60 percent, to heavy, 61-80 percent, utilization range. Water was limited and sacrifice areas around watering sites were numerous. Season-long grazing was practiced on 118,000 acres, 84 percent, with only one allotment of 21,875 acres having a grazing system that provided a deferment from livestock grazing during the critical growing season.

Under ESP, an additional 10 AMPs covering 65,143 acres were developed in cooperation with the permittees. In some of the larger community allotments, the AMPs were major efforts involving 10-20 permiteees per allotment, the SCS, the Utah State Division of Wildlife Resources, Utah State University Range Extension Service, Forest Service, and BLM.

The combined effort under ESP has produced positive results. For example, in one large allotment, the grazing system developed involved both the Forest Service and BLM lands in the pasture rotation. By combining resources, more alternatives were available without the added cost of constructing additional pasture fences.

Ten AMPs developed under ESP have greatly accelerated the rate of rangeland improvement through deferred grazing systems, sagebrush control, pipelines, fences, water well installations, and utilization limits. Utilization levels have dropped to moderate and light, 21-40 percent. Increased water supplies have provided more uniform use patterns, and land treatment projects have increased forage production.

The increased flexibility provided by ESP, has allowed BLM to implement an experimental time control (Savory) grazing system on one allotment. By monitoring this project, both agency personnel and local ranchers have been able to learn firsthand about the application of this grazing philosophy on public lands.

The program has been as much an educational process as a resource management process in the area. The ESP has brought about an increased awareness by all the livestock operators of the potential for improving resource conditions. Management of private rangeland, meadowland, and hay land and animal husbandry practices have been improved since the ESP was established. Overall management has much improved due to changed attitudes and improved communication.

The role of both the rancher and the Federal Agencies has changed greatly because of the program. Once primarily in an enforcement role, Agency personnel now spend much more time organizing, managing, and facilitating efforts in resource management. Local users have taken a much more active role in developing land use decisions, grazing systems, and range improvement projects. Along with this increased participation has been an increased awareness of the responsibility to manage resources properly, which has been placed on the local users.

This partnership in resource management has been successful. Most adjustments have been accomplished by cooperative agreement rather than issuing decisions.

Previous problems, such as trespass livestock, have been eliminated by new agreements with permittees that encouraged the entire group to be collectively responsible for livestock numbers and to take a larger role in trespass abatement.

Livestock use under Experimental Stewardship

1980 — 21,534 AUMs
1981 — 21,690 AUMs
1982 — 21,751 AUMs
1983 — 22,032 AUMs
1984 — 23,354 AUMs

Ranchers have been able to maintain their livestock through increased grazing capacities.

Wildlife has also benefited in the ESP area. The primary benefit has been increased flexibility and improved working relationships with the ranchers, many of whom have a greater understanding of BLM's responsibilities as a multiple use agency. The improved working relationship has benefited wildlife by improving overall range conditions. For example, a rancher moved his sheep out of a crucial deer winter range onto areas where the conflict is minimal. The BLM has been able to increase livestock use in higher elevation ranges later in the season and reduce pressure from lower elevation ranges, which are important to big game during winter months.

Several land treatments on private lands were implemented with significant modifications to design and location because of wildlife concerns. Ultimately these treatments benefit wildlife by reducing pressure overall on the range resources.

In general, big game numbers have increased throughout the ESP area. While many of these increases are probably normal, overall improved range conditions have minimized the potential for conflict between livestock and wildlife.

Riparian areas have also been improved. Since 1980, the BLM has increased protection for streams with high value fisheries. In addition, 12 spring sources have been protected to preserve water quality and quantity. Over a mile of stream bank has been planted with a variety of trees and shrubs to increase bank stability. Wildlife habitat has been improved in all these areas.

Elk populations have increased because of improved habitat and efforts of local ranchers to feed the elk during the critical winter period. Moose populations in the area have also increased.

Deer numbers have been increasing since a severe winter kill in 1984. However, the Utah Division of Wildlife Resources established a special antlerless deer hunt on a portion of the ESP area to reduce the herd in 1985.

Sage grouse populations are down in the ESP area and adjoining non-ESP areas. Three consecutive cold winters and wet springs may have adversely affected the sage grouse breeding requirements. Additionally, studies conducted by the Utah Division of Wildlife Resources indicate that predation by eagles may be a significant factor limiting sagegrouse population levels.

Tonopah

The BLM prepared the Tonopah Livestock Grazing EIS in 1977. The proposed action was implementation of 15 AMPs along with the two already implemented. The AMPs required a large number of range improvements with an estimated cost of $2 million. For example, over 800 miles of fence were included in the plans. The proposed livestock use level in the AMPs was 126,000 AUMs, which was below the 150,000 AUMs of active preference.

Participation in ESP was voluntary and after 4 years of ESP, 13 permittees voluntarily developed 18 stewardship plans in 15 allotments. The 13 permittees had 131,241 AUMs of preference, which was 87 percent of the total. When compared to the original AMPs that BLM developed, the plans called for reduced levels of range improvements. As an example, they needed only 109 miles of fence. They were less intensive in rotating the cattle, controlling them with water, riding, and supplements.

One of the major thrusts of the Tonopah ESP was vegetative monitoring. The BLM, ranchers, and a private range consultant originally established a monitoring program. Other interest groups became interested, and the program was expanded to better meet the needs of other activities. The program grew to over 1,000 studies in over 600 study areas.

Two hundred fifty-three utilization studies were established. Two hundred forty-two reflected that livestock use was at or below the level needed to maintain key forage species on upland sites, and thus maintained or improved satisfactory range condition. Areas where utilization exceeded satisfactory levels comprised only a small percentage of the total acreage grazed. In these areas, ranchers proposed to fence or develop additional water to reduce or eliminate livestock grazing. Riparian studies were established but have not been checked to determine the degree of improvement.

One factor that helped to reduce utilization levels was the reduction in wild horses in the Tonopah Resource Area. Wild horse use has been reduced 10,000 AUMs per year. This reduction was not a result of ESP but contributed to improved rangeland management.

Livestock use has remained at a constant level. Elk use increased approximately 169 AUMs due to the expansion of herds that were introduced 10 years ago on the adjoining National Forest. Deer use also increased an estimated 2,800 AUMs in response to the upward trend in populations that started after the 1960 low population levels. The stewardship plans developed to date have not contributed to the increase in deer populations, because they have not covered the allotments with the larger deer populations.

One of the major thrusts of the Tonopah ESP was vegetative monitoring. Two hundred forty-two out of 253 utilization studies indicate proper livestock use levels under ESP management.

(Top/Top Middle) Monitoring studies show basal grass cover has increased 0-125 percent, depending on the location. (Bottom Middle/Bottom) Under ESP a variety of management programs are being evaluated. Improvement is occurring throughout the range right up to the waters edge.

Lazy B

The Lazy B's 185,560 acres, 19 pastures and livestock programs, variable range site potentials and conditions, and unpredictable rainfall patterns that affect forage production made it ideal for experimentation with various programs for improvement of range conditions. The Lazy B allotment was chosen for ESP because the BLM had not yet developed an adequate AMP, and the permittee wanted to develop a single program that would create a cohesive and focused emphasis towards range improvement.

Under the ESP approach, the permittee was provided more latitude to determine how the livestock would be managed, and this served as an incentive to improve his range management skills. The permittee became a better range manager with greater awareness of the resource components and their interrelationships. Grazing systems included yearlong, seasonal deferment, rest-rotation, high intensity low frequency, and the Savory Grazing Method. Management of each method enabled greater experimentation and fine tuning of each grazing system in terms of cattle numbers, and season and length of use in response to climatic conditions, range conditions, and livestock management practices. Plans are to develop an extensive watering system and pasture network to provide for a holistic management approach based on results from the various grazing system experiments. Livestock grazing will be more attuned to site-specific characteristics, enabling range conditions to improve at a faster rate.

Improvements to basic resources have occurred due to range management practices that react better to physiological needs of the rangeland resources. This has been documented by range monitoring studies. Basal grass cover has increased 0-125 percent, depending on the location. Increased plant vigor has minimized drought effect. Watershed conditions have improved due to increased ground cover. Bottom areas have improved due to periodic deferment, and most gullies appear to be healing. Utilization pattern and degree studies indicate that forage production and livestock grazing capacity have steadily increased as indicated by the following stocking levels: 1981 2,047 cows yearlong (CYL), 1982 - 3,103 CYL, 1983 - 3,381 CYL, and 1984 - 3,487 CYL.1/

Wildlife habitat has improved as a result of increased cover, greater abundance of forage, and developed waters. The Arizona Game and Fish Department plans to transplant additional antelope into a decadent remnant herd on the allotment.

1/ In 1984, the rancher added another ranch to the ESP area. An additional 232 CYL's are the result of the additional acreage.

County Line–Gila

A plan was developed in 1981 for the two allotments the permittee grazed with the key objectives being: (1) to improve riparian vegetation condition for wildlife and recreation use by reducing livestock grazing on the Gila River, (2) to implement a flexible rest-rotation grazing program that would provide rest for each pasture at least 1 year in 5; (3) to improve livestock distribution to reduce heavy grazing near water, and (4) to reduce the average utilization of forage species to 40 percent.

The plan was never completely implemented due to the sale of the ranches. The ESP program was dropped and AMPs were developed for the allotments. Some of the objectives were, and are being, met under present AMPs. one of these objectives is that BLM still plans to fence livestock away from the Gila River. In 1984, utilization of forage was below 40 percent in three out of the original five pastures. The other two pastures were slightly above at 43 to 45 percent. In 1981, two pastures were substantially above 40 percent at 55 and 63 percent.

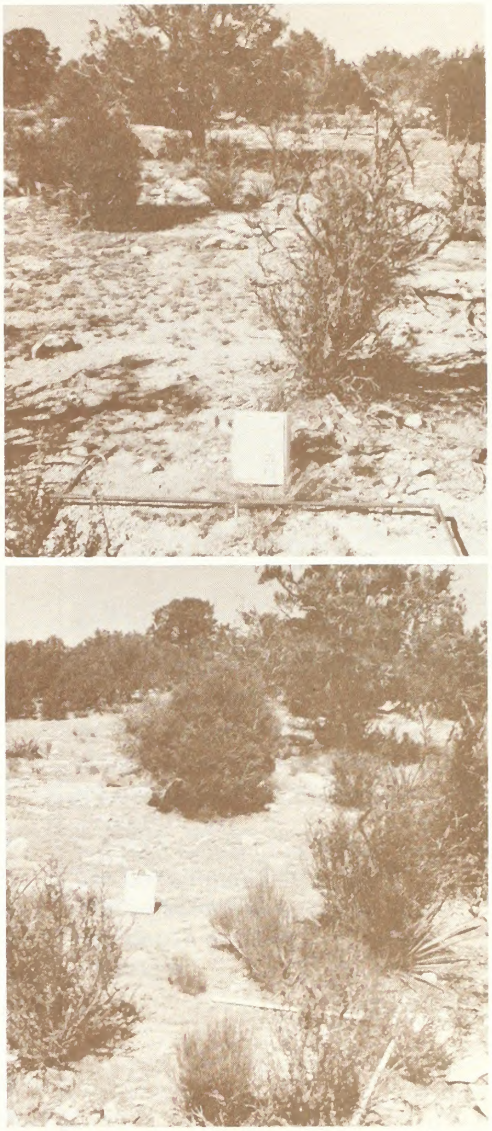
Crozier

The BLM developed an AMP for the Crozier Canyon Allotment in 1973. The plan established a three-unit deferred rotation grazing system. In a 1980 evaluation, the BLM found that the allotment had shown no significant improvement in seven years. The permittee maintained that the system was inappropriate for conditions on the allotment. The BLM and the permittee determined that a more flexible system should be tried.

An ESP plan developed by the permittee was approved in 1980. The primary goal for the ESP plan was to get the allotment in an upward trend in range condition. This included providing for the physiological requirements of key forage plants, improving wildlife habitat quality, and increasing total ground cover for watershed protection. Forage utilization was not to exceed 49 percent, and stocking was not to exceed the established grazing capacity for the allotment. A best-pasture rotation system was implemented.

The studies conducted from 1981 to 1984 to evaluate the ESP plan indicated the trend to be basically static to slightly upward. Average utilization of key forage plants was below the limit of 49 percent for most of this period. The only area of concern was a slight reduction in the percent frequency of some cool season grass species in two pastures, which may indicate the need for some spring grazing deferments.

Compared to 1980, the present management has reversed the downward trend in range conditions, and there may be a slight upward trend in some pastures. Utilization has been lowered to acceptable levels.



(Top/Bottom) Under ESP desirable browse plants have increased and the allotment has reversed the downward trend.

(Top) The pinyon woodlands are showing improved forage production following the thinning for firewood.
(Bottom) Under ESP the permittee maintained 400 acres of seedings by cutting the sagebrush regrowth.

Berryman

The Berryman Allotment was selected for experimental stewardship because the permittee was widely respected for his knowledge of rangeland management and animal husbandry. He received the Society for Range Management's Grazing Excellence Award and was an exemplary permittee.

The BLM did not wish to change the operation through ESP but instead wanted to document the operation and maintain it. Studies conducted in 1980 indicated the range was in good to excellent condition.

The ESP proposed to increase livestock grazing by 384 AUMs. Also, a number of seedings were being invaded by big sagebrush and needed to be retreated. Some stands of pinon-juniper trees needed thinning and could produce firewood. Reseeding after firewood harvest would provide for improved wildlife habitat.

Under ESP, the permittee maintained 400 acres of the seedings. A commercial fuelwood contract was also issued to the permittee by the BLM. The permittee was responsible for insuring that all stipulations and reclamation were met. Two stock tanks were built to improve livestock distribution.

One of the goals was to increase the stocking rate without adversely affecting the forage plants. Crested wheatgrass has increased from 52 percent of the composition in 1980 to 63 percent in 1984. Western wheatgrass in 1980 was 17 percent; by 1984, it had increased to 28 percent. The percent cover declined slightly from about 60 percent in 1980 to 56 percent in 1984. Utilization on the allotment had not increased significantly. Therefore, the conclusion was that the increase in stocking had minimal impact on the vegetation.

The thinning of the pinon-juniper woodland improved the quality of the wildlife habitat. The seeding mixture that was used to reseed the area also allowed for an increase in the numbers of wildlife on the allotment. No data are available on the wildlife populations at this time.

Duffers Point

(Top) Some of the water developments were completed by the livestock operator. However, the ranch was sold and has been rested from livestock grazing.

(Bottom) Sagebrush dominates 42 percent of the allotment and provided a good opportunity to improve forage production through sagebrush control.

The Dufers Point Allotment in 1980 had considerable unauthorized use, which was occurring from Indian Trust Land that was not fenced from the allotment. Sagebrush dominated 42 percent of the allotment and provided a good opportunity to improve forage production through sagebrush control.

An ESP plan was implemented on the Dufers Point Allotment in late 1980. The plan focused on developing additional water and sagebrush control, plus reseeding. More fencing was to be constructed and some existing fences were to be modified to reduce impacts on wildlife movement. Other range improvements were also to be installed to improve the range conditions.

Some of the water developments were completed by the operator; however, the plan was never fully implemented. Finally, in 1984 the ranch was sold to the Navajo Tribe. The ranch has been rested from livestock grazing since the Tribe's purchase.

(Top) The ESP plan called for the livestock to be managed around the temporary water that was available from time-to-time on the allotment. (Bottom) Some pastures show increases in forage plant vigor and reduced soil erosion in response to the increased rest periods.

Twin Butte

An ESP plan was signed in 1982 for the Twin Butte Allotment. The plan's objectives were to improve range conditions, minimize conflict between livestock and wildlife during the critical winter and spring period, and increase the percentage of calf crop and weaning weights.

The livestock were under a best-pasture deferred system managed by the permittee and adjusted around the temporary waters that were available from time to time on the allotment.

To facilitate the plan, additional range improvements were to be constructed by the permittee.

The program resulted in improved management, but the plan was not fully implemented because the permittees did not fully implement the range improvements. Some pastures showed increased forage plant vigor and reduced soil erosion in response to the increased rest periods. The permittees were able to provide additional growing season rest after they acquired another permit on the National Forest.

In 1984, the permittees requested that they be dropped from the ESP program because they did not have the capital to invest heavily in range improvement installation.

(Top) Under the ESP management, the lower elevation pastures received deferment from grazing and have improved in vigor.
(Bottom) Water has been developed in the higher elevation ranges to more evenly distribute livestock use.

White Sands

The White Sands ESP area comprised two allotments under the same manager. They were selected for ESP because of the ranch size and the good potential for range condition improvement. Also, the manager was interested in improving the two ranches.

Rangeland conditions varied, but could generally be categorized as poor on the sandy sites; fair on the loamy, gravelly, and draw sites; and good on the limestone hill sites. Because of the lack of permanent water, livestock were concentrating on the lower elevation flatter areas and were only lightly grazing the higher elevation rougher sites.

The ESP plan was developed in 1982 to combine the two ranches into one management unit to provide for deferring as many pastures as possible during he growing season. Additional waters would be developed to level out the distribution of livestock use.

The program has resulted in a definite improvement in plant production and vigor in the lower elevation flatter pastures.

The following are utilization and use levels for the two allotments under the program:

Allotment 659

	AUMs Use	Percent Utilization
1981	1,800	66
1982	1,357	45
1983	1,416	60
1984	1,455	46

Allotment 619

	AUMs Use	Percent Utilization
1981	2,040	63
1982	1,968	55
1983	1,846	48
1984	2,343	38

(Top) The lower and flatter areas of the ranch are State and private lands. The higher elevation areas in the background are the public lands.

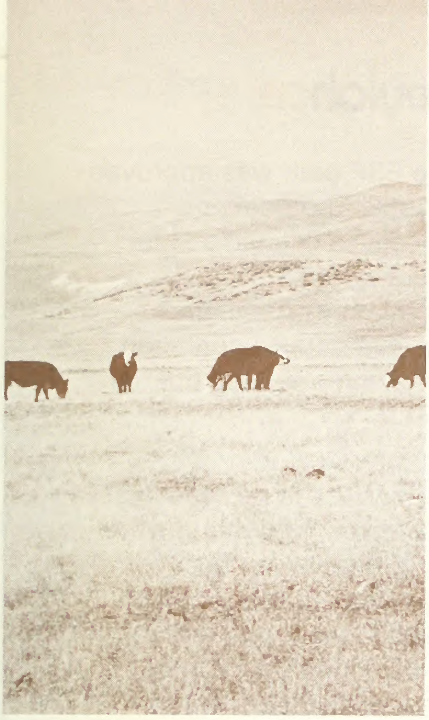
(Bottom) As a result of ESP management, plant vigor and seed production have improved. Use levels have been within acceptable limits and adequate physiological rest periods have been provided for the forage plants.

Y-Ranch

The ESP plan was approved in 1982. Rangeland resource objectives were to maintain areas in good range condition, improve areas that were in poor or fair condition, improve or maintain deer habitat, maintain forage for antelope, and obtain the optimum production of red meat without damaging the rangeland resources. Under the plan, the permittee monitored forage conditions and based his pasture stocking levels, use levels, and move in-out dates on feed availability, water availability, presence of poisonous weeds, desired use levels, shipping, and other needed husbandry practices.

As a result of the plan, plant vigor and seed production have improved. Use levels have been within acceptable limits, and adequate physiological rest periods have been provided for the vegetative resource.

Wildlife populations were not monitored. However, browse studies indicated that livestock use was below the level needed to shape up the browse plants on the National Forest. The Forest Service requested that winter use by livestock be increased to assist in wildlife habitat management.



The primary objective of the ESP plan was to graze the annual range on Alkali Flat as long as possible to allow for deferment from grazing for the perennial range on the foothills.

Alkali

In 1978, the Alkali Grazing Association entered into an agreement with BLM that established a grazing and rangeland monitoring program. The BLM completed the Ironside Livestock Grazing EIS in 1980. The estimated grazing capacity for the Alkali Spring Allotment was 1,366 AUMs below the grazing preference level.

Upon completion of the Rangeland Program Summary Record of Decision in 1981, the Association worked closely with the BLM to: (1) evaluate the range studies, (2) further refine the four grazing programs on the Association's allotments, and (3) develop the stewardship program. Under the ESP program, the permittees would pool their resources to develop the range.

The main objective of ESP was effective resource management. This objective was met in the Stripe Mountain and North Alkali units. Pastures in these units were properly rested and managed. One exception was the Farewell Bend Seeding that was used heavily in the spring of 1983. The rest of the pastures in these two units looked good, and the objectives were being met.

The South Alkali unit had problems. The livestock were to be controlled by fences around four water sources. The fences were not constructed and this allowed the livestock to graze in the improper areas.

Monitoring studies indicated that all three crested wheatgrass seedings had significant losses in grass cover. In contrast to the loss in grass cover, the Love Seeding had a significant increase in normad alfalfa, a desirable forb.

The plan required that at least 350 pounds per acre of residual vegetation to be left after the grazing season on the South Alkali Pasture's annual range. Clipping studies showed a high of 1,100 pounds per acre and a low of 418. The objective has been met, and the plan is working well on the annual range.

Beulah

The ESP plan was approved in 1982. The goal and objectives established for the rangeland in the allotment were mainly to improve ecosite condition, winter browse, and riparian zones.

Monitoring studies were established to be read every five years. Trend data were not available yet, but utilization studies showed that allotment use was slight to low moderate. Winter browse studies showed upward trend and at least one deer winter range pasture was rested each year, along with early spring use in turnout pastures.

Riparian zones are improving. The permittee built two fences to assist with riparian management and to control cattle between spring and summer ranges. He also cut junipers and made checks in streams to slow water runoff. Riparian areas were deferred during the summer months. Willows and other plants in the riparian zones improved in vigor.

(Top) Utilization studies show slight to low moderate use levels. In addition, at least one deer winter range pasture is rested each year. (Bottom) Riparian areas are improving. They are rested during the summer months to allow for adequate growth and to reduce cattle concentrations.

(Top) Utilization of forage species on the Magpie Peak Allotment has ranged from light to low moderate. (Bottom) A 500 acre controlled burn conducted in 1983 has reduced the sagebrush and improved the vigor of the forage plants.

Colton

The ESP Plan was improved in 1981. The Magpie Peak allotment was entirely upland grass or sagebrush-grass vegetation and was generally in good to excellent range condition. There were no riparian areas, livestreams, important wildlife habitat, or cultural values that might conflict with livestock grazing. The management objectives in the land use plan were to attain or maintain late ecosite conditions on most of the area, increase the amount of livestock forage, and maintain or increase the perennial plant cover to protect the soils.

The goal of ESP was to provide incentives for the permittee to improve range conditions by exploring innovative management techniques. Under ESP, the BLM and the livestock operator agreed on guidelines for livestock grazing. For example, grazing was restricted from April 1 to January 30 each year. The exact system of how much and where to graze on the allotment was to be determined by the livestock operator and would depend on resource conditions. The operator could also determine how much nonuse to activate each year based on the forage available up to 736 AUMs.

The plan is working well. The rancher places the livestock in a pasture for a short time and then moves them to another pasture, with at least one pasture usually rested or deferred until late fall. Utilization of forage in the pastures has always been at acceptable levels ranging from light to upper moderate.

The rancher constructed a new cross fence in 1981. The fence has improved distribution and has allowed more use to be made on the previously underused south end of the east portion. It seems, however, that additional water will have to be developed to further improve distribution in the Ritchie pasture. The rancher now plans to pipe water into that area from a well located on private land.

The operator also cooperated with the BLM to conduct a 500 acre sagebrush control burn in 1983. The burn was considered moderately successful at reducing the sagebrush and providing more livestock forage. Further burning is planned in the future when weather conditions are proper.

The permittee has also strived to prevent invasion and expansion of noxious weeds on the rangeland. He completed whitetop noxious weed control work in 1982 and 1983. Further work has been prevented by an injunction prohibiting the use of herbicides on public lands in Oregon and Washington.

[illegible] plants [illegible] with [illegible] [illegible]

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weeds on the [illegible] and the [illegible] of noxious weed control work in 1982 and 1983. Further work has been [illegible] by an [illegible] concerning the use of herbicides on public lands in Oregon and Washington.

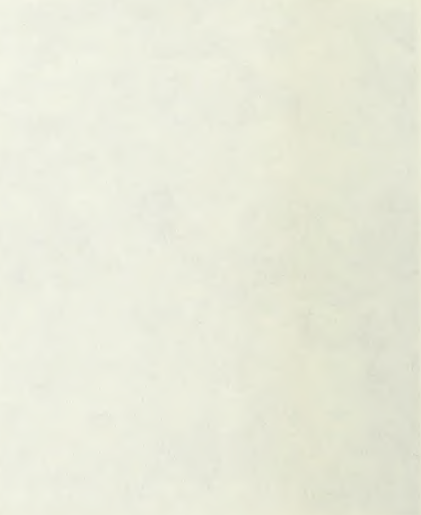
Cotton

The 1982 plan was implemented in 1983. The [illegible] or [illegible] vegetation [illegible] generation [illegible] cattle range [illegible]. There [illegible] areas [illegible] [illegible] of [illegible]

The [illegible]

[illegible] would [illegible] on resource [illegible]. The [illegible] also [illegible] to [illegible] each year based on the [illegible] available up to 720 AUMs.

The plan is working well. The rancher is given the livestock in a pasture to



Top: Utilization of [illegible] on the [illegible] Pass [illegible] right to left [illegible] 500 [illegible] 1982 [illegible] reduced the [illegible] and improved [illegible] of the range [illegible]

Appendix C

Fee Credit System Recommended by the Modoc-Washoe Committee

Assume: 1. A forage value of $1,000 (time on allotment x number of livestock x fee rate) remains consistent for next 4 years.

2. Rancher performs $2,000 worth of work. Amortized over a 4-year period. Applicable to BLM or Forest Service as follows:

	BLM	FS
Year 1:		
Forage Value		
Rancher Pays Cash	$ 500	$ 500
Rancher Investment Credit (range improvement installed at permittee expense)	500	500
Total Forage Value	$ 1,000	$ 1,000
Distribution of Forage Value		
U.S. Treasury	$ 375(37.5%)	$ 250(25%)
States and Counties	125(12.5%)	250(25%)
Range Improvement	500(50%)	500(50%)
Total Distribution	$ 1,000	$ 1,000

Years 2-4: Rancher does not perform any work but is credited same as Year 1.

Year 5: If the rancher plans new project and signs a new Range Improvement Agreement, the procedures starts over.

Present laws governing the distribution of monies received from grazing do not provide for this distribution system. Therefore, this system was not explored by the Modoc-Washoe group. However, they have recommended it because it would maintain the level distribution to the States, the counties, and the U.S. Treasury provided under the present laws.

Appendix D

Individuals and Organizations Responding to the Public Review Draft

Friends of Animals, Inc.
Neptune, New Jersey

Don Berryman Cebolla, New Mexico

Thomas E. Bedell
Extension Rangeland Resources Specialist
Corvallis, Oregon

John R. Lacey
Extension Range Management Specialist
Bozeman, Montana

John R. Swanson
Berkeley, California

Arizona Wildlife Federation
Scottsdale, Arizona

Arizona Game and Fish Department
Phoenix, Arizona

Idaho Farm Bureau Federation
Pocatello, Idaho

Division of State Parks
Carson City, Nevada

Pacific Legal Foundation
Sacramento, California

John E. Butcher, Professor
Logan, Utah

California Association of 4WD Clubs, Inc.
Sacramento, California

Susanville District Grazing Advisory Board
Susanville, California

California Cattlemen's Association
Sacramento, California

New Mexico Department of Agriculture
Office of the Director/Secretary
Las Cruces, New Mexico

State of Idaho
Department of Lands
Boise, Idaho

Schadler Ranch Inc.
Adel, Oregon

National Wildlife Federation
Washington, D.C.

Curtis Spalding
Susanville, California

L. Cordell Peterson
St. George, Utah

National Cattlemen's Association
Englewood, Colorado

Public Lands Council
Washington, D.C.

National Wool Growers Association
Salt Lake City, Utah

Montana Public Lands Council
Helena, Montana

Maynard Smith
Chairman, East Pioneer ESP
Glen, Montana

Leroux Creek Pool
Hotchkiss, Colorado

State of Nevada
Department of Wildlife
Reno, Nevada

Utah Wool Growers
Salt Lake City, Utah

Neil R. Rimbey
Extension Range Economist
Caldwell, Idaho

Public Lands Institute
Washington, D.C.

The Resources Agency of California
Sacramento, California

Western Range Service
Elko, Nevada

Governor Ed Herschler
State of Wyoming
Cheyenne, Wyoming

Arizona State Land Department
Phoenix, Arizona

Society for Range Management
Denver, Colorado

Soil Conservation Society of America
Nevada Section

Utah Office of Planning and Budget
Salt Lake City, Utah

Lee Sharp, Professor
Range Resources
Moscow, Idaho

California Farm Bureau Federation
Sacramento, California

Challis ESP Area
Challis Ranger District
Challis, Idaho

Modoc/Washoe ESP
Cedarville, California

Fish and Wildlife Service
Reno, Nevada

National Association of Conservation Districts
Pasture and Range Committee
Salem, Oregon

Lazy B Cattle Company
Duncan, Arizona

Idaho Department of Fish and Game
Boise, Idaho

Washington Cattlemen's Association, Inc.
Ellensburg, Washington

Wildlife Management Institute
Washington, D.C.

Custer County Farm Bureau
Challis, Idaho

C.M. & Betty Brown
Alturas, California

California Department of Fish and Game
Sacramento, California

P.T. Hacker
Chairman, RAD
Montana State Rural Areas Development Committee
Alder, Montana

Wyoming Farm Bureau
Laramie, Wyoming

Sierra Club
Public Lands Committee
Reno, Nevada

Form 1279-3
(June 1984)

BORROWER'S

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Experimental stewardsh
Congress.

DATE LOANED	BORROWER

USDI – BLM

Bureau of Land Management
Library
Bldg. 50, Denver Federal Center
Denver, CO 80225